



Health

EMT Graduates



CBRF Elder Picnic



Menominee Tribal Clinic Employees



Menominee Blood Drive

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G. Health

I. Community Survey

The Community Survey asked respondents a total of five questions regarding their perception on the quality of health care on the reservation, health care services that currently meet community needs and health care services the community would like to see made available. The survey results revealed the following highlights:

- 🐾 On and off-reservation survey respondents rated the quality of health services on the reservation as a 3 (one being excellent and five being poor);
- 🐾 53% of on-reservation survey respondents feel that available health care services currently meet their needs, while 44% off-reservation respondents agree;
- 🐾 69% of on-reservation and 70% of off-reservation survey respondents feel that health care is an important aspect of life in the Menominee community; and
- 🐾 48% of on-reservation and 41% of off-reservation survey respondents feel health care on the reservation is a very important problem for the Menominee Nation today.

"There is a need to increase prevention programs, education and individual responsibility"

For more information concerning the survey results refer to Appendix A.

II. Workgroup

A workgroup comprised of twenty-four professionals and community members was assembled to evaluate the community survey results, identify and address problems and their underlying causes, identify programs that directly address health care systems and the quality of health care on the reservation. The workgroup consisted of the following:

- | | |
|---|--|
| 🐾 Ann Marie Berg, Occupational Wellness Coordinator | 🐾 Daniel Maine, Insurance Department Director |
| 🐾 Marla Bellanger, Food Distribution Program Assistant | 🐾 John D. Miller, Food Distribution |
| 🐾 Alan Caldwell, former Menominee Tribal School Administrator | 🐾 Nancy Miller-Korth, Great Lakes Inter-Tribal Council |
| 🐾 Sigrid Congos, Senior Grants Writer | 🐾 Barbara Nelson, Menominee County Health and Human Services Department Executive Director |
| 🐾 Penny Escalante, Director of Child Care Services | 🐾 Pat Roberts, Food Distribution Director |
| 🐾 Candice Firgens, Native American Caregiver/Coordinator | 🐾 Gary Schuettpelez, Environmental Services Director |
| 🐾 Jennifer Gauthier, Administrative Services Officer | 🐾 Jerry Waukau, Clinic Administrator |
| 🐾 David 'Nahwahquaw' Grignon, Historic Preservation Director | 🐾 Wendell Waukau, Menominee Indian School District Superintendent |
| 🐾 AnnMarie Johnson, Community Resource Center Manager | 🐾 Jeremy Weso, Administrative Manager |
| 🐾 Rebecca Johnson, RN, BSW, Menominee County Health and Human Services Department | 🐾 Annette Westphal, Administrative Services Officer |
| 🐾 Joyce Kotschi, Aging Division Director | 🐾 Shannon Wilber, Youth Development and Outreach Director |
| 🐾 Brian Kowalkowski, University of Wisconsin Extension | 🐾 Betty Jo Wozniak, Maehnowesekiyah Wellness Center Director |

FACT:

The Menominee Tribal Clinic was established in 1977, following the restoration of the Tribe's federal recognition

The workgroup met as frequently as twice a month and as infrequently as once a month for over a year. The meetings were open to the public and notices were published in the Menominee Nation News, announced at community meetings, and through broadcast emails.

III. Programs with Specific Emphasis on Health Care

Although the workgroup recognized that all departments and programs operated by the Tribe have a vested interest in the promotion of health care, the workgroup identified the following program as resources due to its collective knowledge about health care systems with a program emphasis on medical services.

- 🐾 **Menominee Tribal Clinic** – The department provides quality, assessable and comprehensive health services in the area of medical, dental, and community health services to Tribal members and other clients.
- 🐾 **Maehnowesekiyah Wellness Center** – This department is responsible for developing and overseeing a vast array of programs and services aimed at curbing alcohol and other drug abuse among members of the community utilizing a cultural-based approach.
- 🐾 **Aging** – This department is responsible for developing and overseeing a vast array of programs and services aimed at caring for and protecting the rights of, and providing nutritious meal services to the elderly.

"Our growth as a strong nation is dependent upon healthy members. We will strive to ensure that every Menominee has access to physical and mental health services for quality comprehensive healthcare"



Menominee Tribal Clinic Optometry, photo courtesy of Department of Administration.



Maehnowesekiyah Wellness Center, photo courtesy of Department of Administration.

Traditional Lacrosse Game, photo courtesy of Department of Administration.



IV. SWOT Analysis

The workgroup identified the Tribe's overall Strengths, Weaknesses, Opportunities and Threats, utilizing what is typically known as a SWOT Analysis. The workgroup's SWOT Analysis appears as follows:

STRENGTHS

- Environmental quality of reservation
- Tribal Clinic (medical, dental, community health)
- Health Insurance Coverage/Employment
- Aging Division (transportation, meals, elder programs)
- Professional (quality) health care staff
- Employee Advocate
- Employee Assistance Program
- Health Coordinator
- Alcohol, Tobacco and Drug Facility (Maehnowesekiyah Wellness Center)
- Community Based Residential Facility
- Family and community support network
- Smoke free workplace
- Funding opportunities
- Recreation/fitness centers
- Spiritual strength of community
- Community gardens
- Community health programs (e.g. fluoride, immunization, nutrition, after school programs)
- Food Distribution Program
- Public Health Program
- Employee Wellness Program

WEAKNESSES

- Indian Health Care Improvement Act – Services to Non-Beneficiaries Section 813(b)(1)(B)
- Contract Health Service – Priority I Level of Care
- United States Department of Agriculture Health Dietary Guidelines
- No shows – affecting access to care
- Alcohol and Other Drug Abuse - unhealthy lifestyles (acceptance)
- Tobacco Use - unhealthy lifestyles (acceptance)
- Low community participation in different health programs offered
- Leaders reluctant to pass laws to protect health (Example: sin tax)
- Increased health care costs
- Coordination of services
- Lack of formal policies – reluctance to pass, enforce, monitor and evaluate
- High rate of teenage pregnancy
- High rate of sexually transmitted diseases (STD's)

OPPORTUNITIES

- College programs
- Funding – Prevention programs (Diabetes, Pre-Diabetes, etc...)
- Tele-Med – Future technology
- Wellness Programs
- Partnering opportunities
- Education (lift community)
- Economic potential
- Recreation
- Positive community relations
- Natural Resources – food and medicine
- Green house
- Coordination of services
- Bridges out of Poverty

THREATS

- Acceptance of Alcohol, Tobacco, and Drugs
- Increased demand for health services
- Increase of high cost cases for health care
- Environmental conditions (Radon, Blastomycosis, etc.)
- Indian Health Service funding only covers 50% of the need
- Rising cost of health care (an average of $\pm 10\%$ per year)
- Technology (watching TV – less activity)
- Increased cost of insurance (all forms)
- Increase in number of Tribal members returning to the reservation

V. Goals and Objectives

Health Goal 1: Expand Health Services				
Categories	Objectives			
	Objective 1	Objective 2		
	Conduct gap analysis	Develop, implement, monitor and evaluate strategies to address findings of gap analysis		
Inputs/ Resources	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Health and Family Committee 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Health and Family Committee 		
Outputs/ Activities	<ul style="list-style-type: none"> • Identify current facility, staff, physical, and mental healthcare resources • Identify barriers to health care • Identify services and needs for additional services (alternative services, nutrition etc.) • Identify current codes vs. necessary health standards • Identify existing partnerships and formal agreements with healthcare specialists and surrounding Tribes • Research needs for elder care services 	<ul style="list-style-type: none"> • Seek additional funding opportunities (endowment funds) • Market services and work with media • Provide incentives for healthy behavior • Categorize disease and prioritize strategies • Offer revenue generating services to fund other services 		
Outcomes/ Results	<ul style="list-style-type: none"> • Complete inventory and identification of funding, human, physical, and environmental resources 	<ul style="list-style-type: none"> • Increased funding • Expanded and enhanced services • Improved health 		
Baseline Data	<ul style="list-style-type: none"> • 2005 Community Needs Survey • 2006 Elder Survey • Patient Survey • WI State Health Rankings • 2006 YRBS Survey • Pire Survey • IHS Master Plan 	<ul style="list-style-type: none"> • 2005 Community Needs Survey • Patient Survey • WI State Health Rankings • Pire Survey • IHS Master Plan 		
Timelines	• To be determined	• To be determined		

Health Goal 2: Promote and Ensure Community and Individual Responsibility Toward Healthy Lifestyles				
Categories	Objectives			
	Objective 1 Provide staff training to build an alliance between community and community agencies (Ex: Bridges out of Poverty)	Objective 2 Enhance community outreach	Objective 3 Provide additional prevention services	
Inputs/Resources	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Health and Family Services Committee • Surrounding communities • Other educational institutions 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Health and Family Services Committee • Surrounding communities • Other educational institutions 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Health and Family Services Committee • Surrounding communities • Other health care institutions 	
Outputs/Activities	<ul style="list-style-type: none"> • Staff training • Partnership with community to create awareness • Address current community health challenges through education 	<ul style="list-style-type: none"> • Home visits • Health Fairs • Education through Menominee Nation News and the internet • Develop a calendar of activities • Increase health and wellness screening in public entities • Increase prevention programs 	<ul style="list-style-type: none"> • Community education to address lifestyle changes • Establish rewards or incentives to participate in wellness programs • Develop long term wellness plan (lifelong) • Promote individual spirituality to encourage healthy lifestyles • Health screening throughout community 	
Outcomes/Results	<ul style="list-style-type: none"> • Decrease in the number of 'no-shows' • Understand and work with community we serve • Healthy lifestyles • Increase knowledge and skills of staff and community 	<ul style="list-style-type: none"> • Improved relationships with health care providers • More community and personal involvement • Better coordination of activities by community and agencies: <ul style="list-style-type: none"> ○ Collaborative effort; inter-agency cooperation ○ Increased awareness ○ Reduction in disease and assists with early detection ○ Change in attitude to positive ○ Lower costs of health care 	<ul style="list-style-type: none"> • Early detection • Create awareness and knowledge of unhealthy behaviors • Reduction in unhealthy behavior • Longer life expectancy • Reduced health care costs 	
Baseline Data	<ul style="list-style-type: none"> • 2005 Community Needs Survey • Current level of training • Occupational Health and Wellness Survey • IHS Master Plan 	<ul style="list-style-type: none"> • 2005 Community Needs Survey • WI State Health Rankings • Occupational Health and Wellness Survey • IHS Master Plan 	<ul style="list-style-type: none"> • 2005 Community Needs Survey • Survey of existing prevention services at all facilities • IHS Master Plan 	
Timelines	• To be determined	• To be determined	• To be determined	

Health Goal 3: Reduce the Affects of Substance Abuse for the Well-being of the Community				
Categories	Objectives			
	Objective 1 Identify everyone's role	Objective 2 Increase prevention and treatment		
Inputs/ Resources	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Health and Family Services Committee • Surrounding communities 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Health and Family Services Committee • Surrounding communities 		
Outputs/ Activities	<ul style="list-style-type: none"> • Community education outreach through resource fairs, recreational activities and community events • Develop a handbook of services and frequently asked questions 	<ul style="list-style-type: none"> • Seek funding opportunities • More prevention and treatment services away from center based approach • Incorporate culture 		
Outcomes/ Results	<ul style="list-style-type: none"> • Increased awareness of effects of substance abuse on: <ul style="list-style-type: none"> ○ Individual ○ Family ○ Community • Increased knowledge of services available, processes, and where to go for help 	<ul style="list-style-type: none"> • More funding • Increase in the number of people seeking services • Improved statistics • Improved relationships between community and service providers • Alcohol and drug-free reservation 		
Baseline Data	<ul style="list-style-type: none"> • 2005 Community Needs Survey • Other departmental surveys 	<ul style="list-style-type: none"> • Number of prevention and treatment services 		
Timelines	• To be determined	• To be determined		

VI. Responsible Parties

The following is used to identify responsible parties in the matrix sections of the strategic plan:

- ✱ Primary lead department (P*) is responsible for coordinating efforts to complete the specific objectives listed.
- ✱ Primary departments (P) are responsible for directly assisting the lead in completing the specific objectives listed.
- ✱ Secondary parties (S) are responsible for attending meetings and providing input to assist in achieving the specific objectives listed.

DEPARTMENTS	Health						
	Goal 1		Goal 2			Goal 3	
	Objective 1	Objective 2	Objective 1	Objective 2	Objective 3	Objective 1	Objective 2
Aging	P	P	P*	P	P		
Chairman's Office		S		S		S	
Clinic	P*	P*	P*	P*	P*	S	S
Community Development							
Community Resource Center	S	S	S	P	P	S	S
Conservation							
Courts						S	S
Early Childcare Services	S	S	S	S	S	S	S
Education	S	S	S	S			
Election Commission							
Enrollment							
Environmental Services	S	P	S	S	S		
Finance							S
Food Distribution	S	S	P	P	P		S
Gaming Commission							
General Assistance							S
Head Start	S	S	S	S	S	S	S
Historic Preservation							
Housing				S			
Human Resources			P	S	S	S	S
Information Technology				P			
Insurance	P	P	P	P	P	S	S
Internal Audit							
Johnson O'Malley				S	S		
Language and Culture Department							
Law Enforcement				S	S	P	S
Legal Services	P						
Library			S	S	S		
License and Permits							
Loan Fund							
Maehnowesekiyah Wellness Center	P	P	P	P	P	P*	P*
Maintenance							

DEPARTMENTS	Health						
	Goal 1		Goal 2			Goal 3	
	Objective 1	Objective 2	Objective 1	Objective 2	Objective 3	Objective 1	Objective 2
Menominee Nation News				P			
Probation			P	P	P	P	P
Procurement							
Prosecutor							
Recreation	S	S	P	P	P	S	P
Social Services	S	S	P	P	P	S	S
Tax Commissioner							
Transportation	S	S					S
Tribal Administration	P	S	S	S	S	S	S
Tribal Legislature		S	S	S	S	S	
Tribal School	S		S	S	S	S	S
Trust Resources							
Utilities							
Youth Development and Outreach	S	S	P	P	P	P	P
PARTNERS							
College of Menominee Nation	S		S	S	S		
Community	S		S	S	S		S
East/West University	S		S	S	S		
Menominee Casino	S		S	S	S		
Menominee County	S	S	S	S	S		S
Menominee Indian School District	S		S	S	S		S
Menominee Tribal Enterprises	S		S	S	S		S



Menominee Tribal Clinic Lab, photo courtesy of Tribal Administration.



Economic

Historic Menominee Loggers



Menominee Business Center



Community Chamber Grant



Menominee Fuel Stop Ground Breaking

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H. Economic

I. Community Survey

The Community Survey asked respondents a total of sixteen questions regarding their perception on economic development efforts on and off the reservation, gaming and job opportunities, meeting community needs and possible economic endeavors. The survey results revealed the following highlights:

- 94% of on-reservation and 96% of off-reservation survey respondents would like to see more economic development take place on the Menominee Reservation;
- 68% of on-reservation and 71% of off-reservation respondents support the Menominee Tribe's proposal to build an off-reservation gaming enterprise in Kenosha;
- 36% of on-reservation and 30% of off-reservation survey respondents would be interested in starting a business on the Menominee Reservation; and
- 87% of on-reservation and 78% of off-reservation survey respondents feel a supermarket is very much needed on the reservation.

"We need to try and develop for ourselves by supporting infrastructures that will produce a vibrant and progressive Menominee economy"

For more information concerning the survey results refer to Appendix A.

II. Workgroup

A workgroup consists of thirty-eight professionals and community members was assembled to evaluate the community survey results, identify and address problems and their underlying causes, identifying programs that directly address economic development and opportunities on and off the reservation. The workgroup consists of the following:

- | | |
|---|---|
| • Linda Beversdorf, former Internal Auditor | • Robert Lansing, former Management Information Systems Director |
| • Llewellyn Boyd, Project Manager | • Thomas Litzow, Credit and Finance Officer |
| • David Corn, Utilities Manger | • Renee Mahkimetas, Menominee Business Center Research Specialist |
| • Renita 'Pat' Corn, Finance Department | • Lynnette Miller, Gaming Commission Director |
| • Richard Dodge, Community Member | • Ammie Munoz, Grants Writer Aide |
| • Sid Dodge, Community Member | • Robert Orcutt, Research Attorney |
| • Yvette Ducane, Enrollment Director/ former Licensing and Permits Director | • Freeman Peters, Community Member |
| • Todd Every, Community Development Director | • Wilmer Peters, Nijjii Northwoods |
| • Carrie Grignon, Menominee Business Center Office Manager | • James Reiter, Menominee Bingo, Casino and Hotel Manager |
| • Gaynelle Hawpetoss, former Enrollment Director | • Roberta Reiter, former Tax Commissioner |
| • Brett Hoffman, Procurement Director | • William Schmidt, Menominee Tribal Enterprise Marketing |
| • James Horton, former Housing Director | • JD Shatswell, Information Technology Director |
| • Mary James, former Land Use Planner | • Patricia Stanton, Nijjii Northwoods |
| • AnnMarie Johnson, Community Resource Center Manager | • Diana Taubel, Licensing and Permits Director |
| • Ben Kaquatosh, Human Resources Director | • LuAnn Warrington, Community Resource Program Assistant |
| • James Kaquatosh, Menominee Tribal Enterprise Board Member | • Jeremy Weso, Administrative Manager |
| • Kathy Kaquatosh, Finance Director | • Annette Westphal, Administrative Services Officer |
| • Shawn Klemens, Transportation Director | • Joel Whitehouse, Housing Department |
| • Joyce Kotschi, Aging Division Director | |
| • Brian Kowalkowski, University of Wisconsin Extension | |

The workgroup met as frequently as twice a month and as infrequently as once a month for over a year. The meetings were open to the public and notices were published in the Menominee Nation News, announced at community meetings, and through broadcast emails.

III. Programs with Specific Emphasis on Economic Development

Although the workgroup recognized that all departments and programs operated by the Tribe have a vested interest in the Tribal economy, the workgroup identified the following program as resources due to their knowledge and program emphasis in economic development:

- **Menominee Business Center** – This Private Sector Initiative (PSI) provides a locally designed program for the Menominee Indian Tribe intended to stimulate private sector business development, particularly micro-businesses, through the extensive use of educational and "hands-on" technical assistance. The PSI approach and commitment has successfully demonstrated a positive impact upon the long term growth, stability, diversification and health of the Menominee Nation business community. The business center is identified as a responsible party under the Community Development Department.
- **Community Development** – The department is responsible for developing and overseeing a vast array of programs and services aimed at developing community infrastructure and conducting long-term and short-term planning in the development of the community.
- **Menominee Bingo, Casino and Hotel** – The casino generates Tribal revenues by providing bingo and class three gaming entertainment to the general public that includes slot machines, table games, and a variety of promotions. The Forest Island Restaurant, Hotel and Gift Shop are among the additional services offered to guests.



Menominee Business Center Recognition Banquet, photo courtesy of Menominee Nation News.



Menominee Loggers, photo courtesy of Menominee Nation News.

IV. SWOT Analysis

The workgroup identified the Tribe's overall Strengths, Weaknesses, Opportunities and Threats, utilizing what is typically known as a SWOT Analysis. The workgroup's SWOT Analysis appears as follows:

STRENGTHS

- Menominee founding documents
- Only non-Public Law 280 Tribe in state
- Sovereignty and sustainability
- Tribal government, ordinances, and courts
- Tax exempt status
- Menominee Restoration Act
- Menominee Casino, Bingo and Hotel, and Menominee Tribal Enterprises (MTE)
- Natural Resources and the Land
- Human capital and retention
- Educational opportunities and resources
- Uniqueness, culture, and location
- Willingness to preserve and promote positive public relations (ex. Pow-wows, etc.)
- Diverse partnerships and entrepreneurship
- Strategic planning, long-term economic plan, and tribal assessments
- Tribal Loan Department, Revolving Loan Fund, and Small Business Loan Fund
- Workforce Investment Act
- Tribal infrastructure (e.g. Tribal TANF, Menominee Business Center, Transportation, etc.)

WEAKNESSES

- Insufficient capital
- Lack of planning/vision
- Decisions made without factual data
- Land-into-trust process
- Tribal Technology Plan
- Sustained yield
- Lack of experience
- Political cycle based upon election
- Enforcement of ordinances
- Public relations challenges – political inaction/action based on lack of knowledge
- Retention of disposable income
- Education/Workforce Development
- Infrastructure
- Lack of business codes
- Lack of collaboration
- Uniform commercial codes
- Culture
- Sovereignty
- Give away something for free
- Tribal assessment
- No tribal organizational plan

OPPORTUNITIES

- Website
- Tribal Technology Plan
- Centrally located within the state
- Land Use Plan
- Natural Resources
- Tourism and eco-tourism
- Annexation of Middle Village
- Codification
- Non-Public Law 280 status
- On/off reservation economic development
- Mentor our youth
- Language preservation efforts
- Land acquisition
- Museum
- Cultural resources
- Housing
- Strategic planning
- Kenosha
- Aquaculture
- Demographics

THREATS

- Sovereignty
- Pollution
- Crime
- Health conditions
- Reputation
- Lack of financial reserves
- Loss of knowledge – losing educated members
- Politics influencing special interests
- People
- Unemployment
- Media
- Other tribes
- Menominee County zoning

V. Goals and Objectives

Economic Goal 1: Gap Analysis: Legal, Financial and Physical				
Categories	Objectives			
	Objective 1	Objective 2	Objective 3	
	Gap analysis of legal resources	Gap analysis of financial resources	Gap analysis of physical resources	
Inputs/ Resources	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Native American Rights Fund • Great Lakes Inter-tribal Council • National Congress of American Indians • External legal resources 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Other financial institutions (i.e. Associated Bank) • Investment Committee • Budget and Finance Committee 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Forest Management Plan • Existing inventory of facilities • Community Development Committee • Enforcement and Resource Protection Committee 	
Outputs/ Activities	<ul style="list-style-type: none"> • Identify Tribal ordinances • Identify political alliances and opponents • Map resources and services of legal services • Identify resources needed to enhance legal infrastructure 	<ul style="list-style-type: none"> • Evaluate investments and returns • Identify financial resources • Identify resources needed to enhance financial infrastructure • Review tribal budgeting process and carryover • Review and realign grant writing processes 	<ul style="list-style-type: none"> • Identify physical resources (zoning, land and water rights, archaeological sites) • Identify resources needed to enhance physical infrastructure 	
Outcomes/ Results	<ul style="list-style-type: none"> • Complete inventory and identification of all legal resources and services • Identification of additional legal resources and services needed 	<ul style="list-style-type: none"> • Complete inventory and identification of financial resources with inclusion of tax structure • Maximize grant earning potential • Market analysis identifying needs and demands • Identification of additional financial resources needed 	<ul style="list-style-type: none"> • Complete inventory and identification of physical resources and cultural properties • Identification of additional physical resources needed • A report on impediments to development 	
Baseline Data	<ul style="list-style-type: none"> • Existing Tribal ordinances • Applicable Federal, State, Tribal and local laws 	<ul style="list-style-type: none"> • Existing financial resources • No existing market analysis • Current investment portfolio • Budgeting policy 	<ul style="list-style-type: none"> • Current property and acquisition inventories 	
Timeline	• One year	• One year	• One year	

Economic Goal 2: Develop Resources to Promote and Enhance Economic Development				
Categories	Objectives			
	Objective 1 Establish Resource Network for Entrepreneurs	Objective 2 Develop Loans and Grants to Promote Business	Objective 3 Develop Legal Structure Needed to Encourage Business Development	Objective 4 Public Relations: Marketing and Advertisement
Inputs/Resources	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Labor, Education and Training Committee • Community Development Committee • Budget and Finance Committee • Loan Fund Committee • Investment Committee • Local Area Chambers of Commerce • Financial Institutions • Investments 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Budget and Finance Committee • Loan Fund Committee • Investment Committee • Local Area Chambers of Commerce • Financial Institutions • Investments 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Budget and Finance Committee • Community Development Committee • Enforcement and Resource Protection Committee • Local Area Chambers of Commerce • Financial Institutions 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Local area Chambers of Commerce
Outputs/Activities	<ul style="list-style-type: none"> • Provide education classes (e.g. credit counseling, feasibility, basic financial, etc.) for general public • Assist entrepreneurs on the development of business plans • Provide financial and legal counseling to entrepreneurs • Expand incubator services • Establish an economic development/business commission 	<ul style="list-style-type: none"> • Establish relationships with outside institutions • Create or identify one-stop location to help entrepreneurs apply for loans/grants and to help them manage their performance • Create a tribally-funded set-aside to help entrepreneurs 	<ul style="list-style-type: none"> • Amend and adopt laws as needed (e.g. business code, changes to zoning ordinance, etc.) 	<ul style="list-style-type: none"> • Target businesses and encourage them to invest in the community • Target lending institutions to encourage them to invest in businesses on the reservation • Target local population to encourage them to develop business and use those businesses • Identifying/designating individual/entity responsible for public relations
Outcomes/Results	<ul style="list-style-type: none"> • Increase number of successful businesses on the Reservation • Better educated and prepared entrepreneurs • Fewer unemployed or under-employed • Higher per capita income • Increased services • More income staying local (multiplier effect) 	<ul style="list-style-type: none"> • Expanded business opportunities • Expanded financial options for entrepreneurs • Central location for entrepreneurs to find financial help 	<ul style="list-style-type: none"> • New and revised laws conducive to business development • Structured process for establishing business • Consumer confidence in local business 	<ul style="list-style-type: none"> • Increased economic activity on the Reservation • Integrated marketing strategy
Baseline Data	<ul style="list-style-type: none"> • Current number of businesses • Current supportive services • Ratio of successful businesses to failed businesses 	<ul style="list-style-type: none"> • Current number of financial options available • Current supportive services 	<ul style="list-style-type: none"> • Current laws 	<ul style="list-style-type: none"> • Absence of public relations • Promoting economic development
Timeline	• One year	• To be determined	• To be determined	• To be determined

VI. Responsible Parties

The following is used to identify responsible parties in the matrix sections of the strategic plan:

- Primary lead department (P*) is responsible for coordinating efforts to complete the specific objectives listed.
- Primary departments (P) are responsible for directly assisting the lead in completing the specific objectives listed.
- Secondary parties (S) are responsible for attending meetings and providing input to assist in achieving the specific objectives listed.

DEPARTMENTS	Economic						
	Goal 1			Goal 2			
	Objective 1	Objective 2	Objective 3	Objective 1	Objective 2	Objective 3	Objective 4
Aging		S					
Chairman's Office	P	P					
Clinic		S					
Community Development	S	S	P*	P	P	P	P
Community Resource Center				S	S		
Conservation	S		P				
Courts	P						
Early Childcare Services							
Education							
Election Commission							
Enrollment							
Environmental Services	S		P				
Finance		P		S	P		
Food Distribution							
Gaming Commission	S	P					
General Assistance		S					
Head Start							
Historic Preservation	S		P				
Housing	S		S				
Human Resources				S	S		
Information Technology							S
Insurance	P	P		S			S
Internal Audit	S	S					
Johnson O'Malley							
Language and Culture Department			S				
Law Enforcement	S		S				
Legal Services	P*		S	P	S	P	
Library	S			S			
License and Permits	S	S	S				
Loan Fund		P		S	P		P
Maehnowesekiyah Wellness Center		S					
Maintenance			P				

DEPARTMENTS	Economic						
	Goal 1			Goal 2			
	Objective 1	Objective 2	Objective 3	Objective 1	Objective 2	Objective 3	Objective 4
Menominee Nation News		S					S
Probation							
Procurement	S	S	P				
Prosecutor							
Recreation			S				
Social Services							
Tax Commissioner	P	P	S				
Transportation		S	S				
Tribal Administration	S				S	S	S
Tribal Legislature	S	P	S	S	P	P	S
Tribal School							
Trust Resources	S		P				
Utilities			S			S	S
Youth Development and Outreach							
PARTNERS							
College of Menominee Nation	S		S	S	S		
Community	S	S	S	S	S		
East/West University							
Menominee Casino	S	P	S	S	S		S
Menominee County	S		S	S	S	S	S
Menominee Indian School District							
Menominee Tribal Enterprises	S	P	S	S	S		



Job Training Program Summer Workers, photo courtesy of Department of Administration.



Justice

Menominee Law Enforcement Center



Menominee Conservation Officers



Menominee Tribal Courthouse



Menominee Police Force from the past

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I. Justice

I. Community Survey

The Community Survey asked respondents a total of eleven questions regarding their perceptions on how well the Tribe, its programs, and its members protect the safety of Tribal members, enforces laws, exercises its inherent sovereignty and its jurisdiction. The survey results revealed the following notable highlights:

- ✧ 52% of on-reservation and 36% of off-reservation respondents do not believe the Menominee Tribe provides enough resources for law enforcement;
- ✧ 41% of off-reservation and 34% of on-reservation respondents feel they can count on the Tribal Police for help and protection when needed; and
- ✧ 22% of on-reservation and 32% of off-reservation respondents feel that they can count on the Tribal Courts when needed, while 32% of on-reservation and 19% of off-reservation survey respondents feel they cannot count on the Tribal Courts when needed.

For more information concerning the survey results refer to Appendix A.

II. Workgroup

A workgroup comprised of twenty-two professionals and community members was assembled to evaluate the community survey results, identify and address problems and their underlying causes, identify programs that directly address law enforcement, judiciary and sovereignty. The workgroup consisted of the following:

- | | |
|---|---|
| ✧ William Beauprey, Probation Director | ✧ Sid Lepscier, former |
| ✧ Walter Cox, Conservation Director | Menominee County Sheriff |
| ✧ Darwin Dick, Restorative Justice | ✧ Carmella Peters, Grants |
| Coordinator | Writer |
| ✧ Yvette Ducane, Enrollment Director/former | ✧ Gary Schuettepelz, |
| Licensing and Permits Director | Environmental Services |
| ✧ Gaynelle Hawpetoss, former Enrollment | Director |
| Director | ✧ JD Shatswell, Information |
| ✧ James Horton, former Housing Director | Technology Director |
| ✧ Mary L. Husby, Tribal Social Services | ✧ Robert 'Butch' Summers, |
| Director | Menominee County Sheriff |
| ✧ Mark King, Jail Administrator | ✧ Mark Waukau, Menominee |
| ✧ Honorable Chief Justice Robert Kittecon | Tribal Police Chief |
| ✧ William Kussel, Jr. Legal Services Director | ✧ Rebecca Waupoose, |
| ✧ Brian Kowalkowski, University of Wisconsin | Probation and Parole |
| Extension | ✧ Jeremy Weso, Administrative Manager |
| ✧ Robert Lansing, former Management | ✧ Shannon Wilber, Youth Development and |
| Information Systems Director | Outreach |
| | ✧ John Wilhelmi, Program Attorney |

"The communication within the court system, law enforcement, probation and prosecutor's office does not support technological systems necessary to adequately provide services for the community."

The workgroup met as frequently as twice a month and as infrequently as once a month for over a year. The meetings were open to the public and notices were published in the Menominee Nation News, announced at community meetings, and through broadcast emails.

III. Programs with Specific Emphasis on Justice System

The workgroup identified the following programs as resources due to their knowledge about law enforcement services, judicial services, Tribal government, sovereignty, and jurisdiction:

- ✧ **Menominee Tribal Police Department** – The department is responsible for developing and overseeing a vast array of programs and services aimed at preserving the peace, protecting the community, and enforcing the laws of the Tribe.
- ✧ **Legal Services** – The department is responsible for providing legal advice and representation to the Legislature, committees, and departments in all civil legal matters involving the Tribe; developing or reviewing ordinances, resolutions and contracts; and interpreting statutes, rules and regulations.
- ✧ **Prosecutor** – The department is responsible for interviewing witnesses and preparing them for trial, continuing ongoing investigations, preparing criminal cases for trial, presenting criminal cases in trials, rendering legal advice and assistance to local law enforcement officials, and litigating cases before the Tribal Court.
- ✧ **Tribal Courts** - The Menominee Tribal Court is a court of general jurisdiction with appellate review operating under the authority of the Menominee Tribal Constitution and By-laws as a separate and equal branch of the Tribal Government. The Menominee Tribal Court provides judicial services to the Menominee Indian Reservation.

FACT:

Forty-five percent of off-reservation and forty-two percent of on-reservation survey respondents feel a Teen Court would be very useful on the reservation



Menominee Restoration Memorial Walk, photo courtesy of Menominee Nation News.



Emergency Personnel (Fire), photo courtesy of Department of Administration.

IV. SWOT Analysis

The workgroup identified the Tribe's overall Strengths, Weaknesses, Opportunities and Threats, utilizing what is typically known as a SWOT Analysis. The workgroup's SWOT Analysis appears as follows:

STRENGTHS

- Fast response time
- Well trained officers
- High standards
- Experienced officers
- Visibility of officers
- More opportunity – equipment money
- Clear boundaries
- Facilities
- Laws and Ordinances
- On-going training
- Involvement in community programs
- Multi-jurisdictional coordination
- Sovereignty
- Emergency Management Plan
- Emergency Management Training
- Educational outreach
 - Safety courses
 - Crime stoppers
 - Cadet program
 - Neighborhood watch
- Emergency management training

WEAKNESSES

- Laws, ordinances, and codification
- Emergency Management Plan
- Funding
- Lack of communication between branches of government
- Over-reaction to minor incidents
- Technology
- Coverage in some areas
- Capital/Equipment Improvement Plan
- Collaboration w/outside agencies
- Facilities – Conservation and Jail
- Outside investigation process
- Indigent representation
- On-going training and education: staff shortage in all areas, non-sworn personnel, and fitness of officers.
- More community policing
- Police investigations
 - Procedures
 - Follow through
- Juvenile detention/opportunities
- Lack of internal coordination
- Multi-jurisdictional coordination

OPPORTUNITIES

- Positive public relations
- Grant opportunities
- Child support
- Child protection
- Homeland security
- Revise/amendment of ordinances
- Emergency Management Plan
- Funding
- Sovereignty
- Codification
- Collaboration with outside agencies
- Open communication between Legislature and Judiciary
- Capital/Equipment Improvement Plan
- Jurisdictional coordination
- Juvenile detention facilities/alternatives
- On-going training

THREATS

- Federal/State/Tribal/Local -shifting priorities
- Sovereignty
- Multi-jurisdictional coordination
- Funding
- Emergency Management Plan
- Unclear jurisdictional status
- Erosion of constitutional right of representation

V. Goals and Objectives

Justice Goal 1: Gap Analysis				
Categories	Objectives			
	Objective 1	Objective 2	Objective 3	
	Identify current resources, barriers and needs for Law Enforcement and Court System	Gap Analysis of current crime reduction strategies	Perform human resource audit on all Justice System personnel	
Inputs/ Resources	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Constitution and By-laws • Tribal Ordinances • Enforcement and Resource Protection Committee • Budget and Finance Committee • Conservation Commission • Technology plan • External law enforcement agencies 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Constitution and By-laws • Tribal Ordinances • Enforcement and Resource Protection Committee • Health and Family Committee • External law enforcement agencies 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Tribal Ordinances • Enforcement and Resource Protection Committee • 40 BIAM • Existing staff • External law enforcement agencies • Other educational institutions 	
Outputs/ Activities	<ul style="list-style-type: none"> • Identify existing facilities, technology, and equipment • Identify relevant ordinances • Identify/review relationships and agreements with outside agencies • Identify current services • Review existing funding levels and sources 	<ul style="list-style-type: none"> • Identify successful and unsuccessful crime reduction programs • Catalog crime statistics • Identify prevention programs • Identify tribal, federal and state laws that impact crime 	<ul style="list-style-type: none"> • Identify existing personnel skill levels • Measure compliance with mandated responsibilities 	
Outcomes/ Results	<ul style="list-style-type: none"> • Complete inventory and identification of: <ul style="list-style-type: none"> ○ Funding and physical resources ○ Current and available services 	<ul style="list-style-type: none"> • Quantifiable information on successful programs, strengths, weaknesses, and barriers to success 	<ul style="list-style-type: none"> • Assure compliance with Federal, State, Tribal and local regulations • Identification of ideal skill sets/education levels 	
Baseline Data	<ul style="list-style-type: none"> • Tribe's budget process • Property Management and Acquisition inventory • Bureau of Indian Affairs inventory list 	<ul style="list-style-type: none"> • Grants funded, refunded, and denied • Police reports and recidivism rates • Facts and Figures • Existing crime reduction programs • Bureau of Justice statistics • Census of Tribal Justice agencies 	<ul style="list-style-type: none"> • Existing personnel skills levels • Existing training programs and standards 	
Timeline	• To be determined	• To be determined	• To be determined	

Justice Goal 2: Strengthen the Infrastructure Necessary to Support an Efficient and Effective Justice System				
Categories	Objectives			
	Objective 1 Establish a mechanism by which the Judiciary and MTL exchange information on needs, common goals and objectives	Objective 2 Ensure all areas of the Justice System are fully funded	Objective 3 Development of a codified system of laws	Objective 4 Decrease crime by increasing collaboration
Inputs/ Resources	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Constitution and By-laws • Enforcement and Resource Protection Committee • Budget and Finance Committee 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Constitution and By-laws • Budget and Finance Committee • Investment Committee 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Constitution and By-laws • Tribal Ordinances • Enforcement and Resource Protection Committee 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Tribal Ordinances • Enforcement and Resource Protection Committee • Conservation Commission • External law enforcement agencies
Outputs/ Activities	<ul style="list-style-type: none"> • Develop a communication protocol • Establish quarterly meetings between the Legislature and the Judiciary 	<ul style="list-style-type: none"> • Establish funding priorities based on gap analysis • Pursue grant writing aimed at addressing unmet need 	<ul style="list-style-type: none"> • Obtain funding to codify ordinances • Codify ordinances 	<ul style="list-style-type: none"> • Identify successful and unsuccessful crime reduction programs • Educational outreach • Implement proactive programming • Create incentives and rewards to reinforce positive behavior • Developing memorandums of understanding/ agreement with others • Incorporate cultural component in crime programs and punishment
Outcomes/ Results	<ul style="list-style-type: none"> • Improved communications • Well defined expectations • Appreciation for each other's roles, responsibilities, and authority 	<ul style="list-style-type: none"> • Improved functioning of justice system • Reduction in backlog of appeals • Improved protection of tribal resources • Reduction of repeated offenses • Healthier and safer community • Improved justice through speedy trials 	<ul style="list-style-type: none"> • A systematic code of all ordinances arranged by titles • Compliance with constitutional requirement • Overall efficient operation systems for justice system 	<ul style="list-style-type: none"> • Reduced crime • Improved relationships between agencies and community • Partnership agreements
Baseline Data	<ul style="list-style-type: none"> • Frequency with which branches currently communicate 	<ul style="list-style-type: none"> • Unmet needs • Current caseload and backlog of cases 	<ul style="list-style-type: none"> • No code 	<ul style="list-style-type: none"> • Current crime statistics • Number of programs aimed at reducing crime • Partnership agreements • 2005 Community Needs Survey and other surveys
Timeline	• To be determined	• To be determined	• Annually	• To be determined

Justice Goal 2 (cont...)				
Categories	Objectives			
	Objective 5 Preservation of the doctrine of the separation of powers within the tribal structure	Objective 6 Create strategic alliances with surrounding communities to share training costs	Objective 7 Full Seat of Supreme Court	Objective 8 Enhance Legal Representation for Anyone Subject to Menominee Tribal Court Jurisdiction
Inputs/ Resources	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Constitution and By-laws • Historical documents • Menominee Restoration Act • Native American Rights Fund (Organization contracted to assist in the drafting of the Tribe's Constitution during Restoration) 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Enforcement and Resource Protection Committee • Budget and Finance Committee • Conservation Commission • External law enforcement and educational agencies 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Constitution and By-laws • Enforcement and Resource Protection Committee • Budget and Finance Committee • Tribal Judiciary and Interim Law and Order Code (Ordinance No. 79-14) 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Enforcement and Resource Protection Committee • Budget and Finance Committee • Governmental Affairs Committee • Wisconsin Judicare
Outputs/ Activities	<ul style="list-style-type: none"> • Enforce the boundary between the Legislature and the Judiciary as established by the Constitution • Include the topic of separation of powers in the legislative orientation • Include the topic of separation of powers in the judge selection process 	<ul style="list-style-type: none"> • Multi-jurisdictional meetings • Develop training calendar • Assess funding options • Create and execute memorandum of understanding with surrounding communities and agencies 	<ul style="list-style-type: none"> • Obtain funding to appoint all necessary Associate Justices • Appoint all necessary Associate Justices 	<ul style="list-style-type: none"> • Obtain funding • Establish a public defender and legal services office • Amend Ordinance No. 95-04 to add Public Defender's Office to the Administrative Structure
Outcomes /Results	<ul style="list-style-type: none"> • Appreciation for each other's roles, responsibilities, and authority 	<ul style="list-style-type: none"> • Improved skill set of staff • Increased training opportunities 	<ul style="list-style-type: none"> • Fully seated Supreme Court • Reduce backlog of appeals: dispensing of justice 	<ul style="list-style-type: none"> • Legal services available to those who cannot afford it • Increased efficiency and effectiveness of the judicial system • Improved delivery of legal representation • Restored faith in the justice system – individual rights protected
Baseline Data	<ul style="list-style-type: none"> • Current understanding of separation of powers 	<ul style="list-style-type: none"> • Existing partnerships • Current training opportunities 	<ul style="list-style-type: none"> • Number of years without a fully seated Supreme Court • Number and age of backlog of cases 	<ul style="list-style-type: none"> • Number of defendants without legal representation • Current legal resources for public
Timeline	• Annually	• To be determined	• To be determined	• To be determined

Justice Goal 3: Maintain and Expand Tribe's Inherent Jurisdiction and Sovereignty				
Categories	Objectives			
	Objective 1 Compile all relevant and historical documents that define Tribe's jurisdiction and sovereignty	Objective 2 Develop and adopt a Treatise on Tribe's jurisdiction and sovereignty	Objective 3 Apply and enforce Treatise	
Inputs/Resources	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Enforcement and Resource Protection Committee • Conservation Commission • Outside governments 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Enforcement and Resource Protection Committee • Governmental Affairs Committee 	<ul style="list-style-type: none"> • All departments and/or partners identified in the matrix • Enforcement and Resource Protection Committee • Governmental Affairs Committee 	
Outputs/Activities	<ul style="list-style-type: none"> • Research historical records of the Tribe to identify which documents define, limit and restrict Tribe's jurisdiction and sovereignty • Review U.S. Constitution, treaties, and federal and state laws • Conduct interviews with legal scholars • Develop repository of information 	<ul style="list-style-type: none"> • Assemble a team to begin developing a treatise (legal essay) • Contract with any law firm(s) necessary to assist in the development of the treatise • Draft treatise • Recommend approval of the treatise by the Legislature 	<ul style="list-style-type: none"> • Distribute copies of the treatise to departments and make it available to the entire community • Provide educational sessions to everyone on the treatise • Incorporate training on the treatise in legislative orientation sessions • Incorporate training on the treatise in judge selection process 	
Outcomes/Results	<ul style="list-style-type: none"> • Complete identification of critical documents relating to Tribe's jurisdiction and sovereignty 	<ul style="list-style-type: none"> • Treatise that: <ul style="list-style-type: none"> ◦ Explains federal Indian policy and the Tribe's unique rights, privileges, and authority granted to it by U.S. Constitution, Treaties, Federal law, etc. ◦ Explains roles and responsibilities of Federal, State and Tribal government 	<ul style="list-style-type: none"> • Better protection of Jurisdiction and Sovereignty • Full exercise of Jurisdiction and Sovereignty • Identification of territorial boundaries • Self-Determination • Better understanding of government-to-to government relationship • Better relationship with neighbors • Defined leadership role • Establish clear guidelines of authority 	
Baseline Data	<ul style="list-style-type: none"> • Current availability of historical documents 	<ul style="list-style-type: none"> • No Treatise 	<ul style="list-style-type: none"> • Current knowledge and awareness of Tribe's jurisdiction and sovereignty 	
Timeline	<ul style="list-style-type: none"> • To be determined 	<ul style="list-style-type: none"> • To be determined 	<ul style="list-style-type: none"> • To be determined 	

VI. Responsible Parties

The following is used to identify responsible parties in the matrix sections of the strategic plan:

- ✧ Primary lead department (P*) is responsible for coordinating efforts to complete the specific objectives listed.
- ✧ Primary departments (P) are responsible for directly assisting the lead in completing the specific objectives listed.
- ✧ Secondary parties (S) are responsible for attending meetings and providing input to assist in achieving the specific objectives listed.

DEPARTMENTS	Justice														
	Goal 1			Goal 2								Goal 3			
	Objective 1	Objective 2	Objective 3	Objective 1	Objective 2	Objective 3	Objective 4	Objective 5	Objective 6	Objective 7	Objective 8	Objective 1	Objective 2	Objective 3	
Aging	S														
Chairman's Office	S			S			S	P				P	P	P*	
Clinic															
Community Development															
Community Resource Center		S					S								
Conservation	P	S	P	S	P		P		P			S	S	S	
Courts	P*	S	P	P*	P	S	P	P*	P	P*	P	P	P	P	
Early Childcare Services															
Education															
Election Commission															
Enrollment															
Environmental Services							S		P					S	
Finance	S				S				S		S				
Food Distribution															
Gaming Commission													S		
General Assistance															
Head Start							S								
Historic Preservation							S					P			
Housing															
Human Resources			P*						P						
Information Technology	P	S	S						S						
Insurance															
Internal Audit															
Johnson O'Malley		S					S								
Language and Culture Department							S								
Law Enforcement	P*	P	P	S	S	S	P*	P	P*			P		P	
Legal Services	S	S	P	S	S	P*	S		S	S	P	P*	P*	P	
Library															
License and Permits															
Loan Fund															
Maehnowesekiyah Wellness Center		S					S								
Maintenance															

DEPARTMENTS	Justice													
	Goal 1			Goal 2								Goal 3		
	Objective 1	Objective 2	Objective 3	Objective 1	Objective 2	Objective 3	Objective 4	Objective 5	Objective 6	Objective 7	Objective 8	Objective 1	Objective 2	Objective 3
Menominee Nation News							S							S
Probation	P	S	P	S	P	S	S		S					P
Procurement	S	S			S			P			S			
Prosecutor	P	P*	P	S	P	S	S	P	S	S	P			P
Recreation		S			S		S							
Social Services	S	S			S		S							S
Tax Commissioner														
Transportation														
Tribal Administration					P	S	S		P	S	P*			
Tribal Legislature		S		P*			S	P*		P	P	P	P	P
Tribal School							S							
Trust Resources														P
Utilities														
Youth Development and Outreach		S			S		S		S					
PARTNERS														
Woodland Boys and Girls Club					S		S							
Bureau of Indian Affairs		S												S
Collaborative Council							P							
College of Menominee Nation			S				S		S					
Community				S	S		S	S						
East/West University			S				S		S					
Menominee Casino														
Menominee County		S					S		P					S
Menominee Indian School District					S		S							
Menominee Tribal Enterprises														
Youth Service Providers					S		P							



Menominee Restoration Memorial, photo courtesy of Department of Administration.